DOCUMENT RESUME

ED 193 444 CE 026 622

AUTHOR	Aker, George F.; Kemerer, Richard W.
TITLE	How to Assess Needs for Community Instructional Services: A Guide for Adult Education Practitioners.
INSTITUTION	Florida State Univ., Tallahassee. Coll. of Education.
SPONS AGENCY	Florida State Dept. of Education, Tallahassee.
PUB DATE	Aug 80
NOTE	48p.; Not available in paper copy due to uneven print quality.
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Adult Education; Adult Programs; Community Education; *Community Programs; *Community Services; *Educational Needs; *Needs Assessment; *Program Development; State Programs
IDENTIFIERS	*Community Instructional Services; Florida

ABSTRACT

This guide is intended to assist in identifying the nature and extent of learning needs within the community and determining program priorities consistent with those needs. It is designed specifically for developing Community Instructional Services, a Florida program that addresses the in-life learning needs of adult citizens that are community-wide in their significance. The monograph contains four sections, each in a question-and-answer format. Section 1 addresses preliminary questions to conducting a needs assessment. Section 2 reviews state regulations regarding Community Instructional Services. Section 3 discusses the Schroeder model as it is adapted to the seven Community Instructional Services problem areas, which it defines (environment, health, safety, human relations, government, child rearing, and consumer economics and homemaking). A Goal Framework Model, which is provided, defines the problem areas as attributes (dimensions of meaning) and indicators (descriptions of possible needs). Section 4 deals with conducting the actual needs assessment using the goal framework. The three basic steps described are ranking problem areas, rank ordering needs, and integrating procedures. Exhibits include an instrument for problem area ranking and examples of (1) data processing (for ranking), (2) determining urgency of need, and (3) integrating results of problem area ranking and urgency of needs ranking. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED193444

HOW TO ASSESS NEEDS FOR COMMUNITY INSTRUCTIONAL SERVICES

A Guide for Adult Education Practitioners

by

George F. Aker
and
Richard W. Kemerer

Department of Educational Leadership
College of Education
Florida State University
Tallahassee, Florida
August, 1980

CE 026 622

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

George F. Aker

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

A publication of the Department of Educational Leadership, College of Education, The Florida State University, with assistance of a Title 1, Higher Education Act grant from Research and Community Service Projects, Florida Department of Education.

PREFACE

Perhaps the most basic premise in adult education is that people have different learning needs at different developmental stages in their lives, and more often than not those needs have nothing to do with seeking a diploma or degree. In recognition of this fact the state of Florida funds a unique program of Community Instructional Services, designed to address the in-life learning needs of adult citizens that are community wide in their significance.

We are mindful that tax support for any form of education is limited in view of need, and this is particularly true in respect to the nonformal learning needs of adults. It is important, therefore, that we set priorities for the use of CIS funds and develop delivery systems that effectively use the total resources available in a given community. The logical first step in program planning for any CIS District is to identify the nature and extent of learning needs within that community, and determine program priorities that are consistent with those needs. It is hoped that this monograph can assist those who realize the necessity of taking that step.

John Scott Dailey, Coordinator
Research and Community Service Projects
State University System of Florida

TABLE OF CONTENTS

SECTION		PAGE
1	Preliminary Questions to Conducting A Needs Assessment	1
2	Review of Community Instructional Services Regulations	5
3	Defining Each Problem Area	10
4	The Actual Conduct of the Needs Assessment	22

SECTION ONE

PRELIMINARY QUESTIONS TO CONDUCTING A NEEDS ASSESSMENT

1. What Is A Needs Assessment?

A needs assessment is a procedure which should be undertaken to find out what the needs are in your community. By definition, need is a gap or a discrepancy between where you are and where you want to be. Why a gap exists and what you are already doing about it are questions which come later in the programming strategy. The assessment of needs is simply an observation of your community, the purpose of which is to determine which needs affect what people in what ways.

It is important at the outset to clearly define the concept of need. The definition of a need as a gap between where you are and where you want to be leaves open several interpretations. What we will try to do here is to outline what we believe are the major characteristics of the discrepancy notion of need.

2. Are All Needs the Same?

Not necessarily. There are three basic levels of need. There are individual needs, community needs, and institutional needs. Individual needs are needs affecting individuals. For instance, if a person has a reading ability of a third grader and the minimum acceptable literacy level is that of an eighth grader, then he has a need which is the equivalent to the difference between his current reading level and the eighth grade level. If he personally feels that discrepancy, the need is sometimes called a felt need or a want. If he does not feel that particular discrepancy, the need

is sometimes called a real or unfelt need.

The second type of need is a community need which results when a group of individuals (called a community) share ownership of the same need. There is nothing inherently different between an individual and a community need except in the numbers of people who are affected by that need. As with felt and unfelt needs, some individuals in the community may feel the discrepancy more than others.

The third type of need is an institutional need which is what most administrators work with much of the time. Institutional needs are discrepancies which any institution experiences in its current operating levels. Classes which are not full or shortages of adult facilitators are examples of institutional needs. The basic difference between institutional needs and the forenamed two types is that institutional needs are means to an end. For instance, suppose you construct a new building which has been needed for years. Filling the building with students, and hiring additional adult facilitators, administrators and counselors are all attempts to meet this institutional need.

3. Why Is This Distinction Important?

This distinction is important because Community Instructional Services refers to individual or community needs, rather than institutional needs. In fact the entire emphasis of Community Instructional Services legislation is on developing solutions to community problems. Institutional needs are not addressed by C.I.S. and are not assessed in conducting a needs assessment.

The whole point in conducting a needs assessment is to find out what the community needs are so that C.I.S. solutions can be designed to meet those needs. How you do it as an institution is another matter.

4. Is Needs Assessment a Valid Way to Make Decisions for the Region?

Needs assessment will help you to make valid decisions for your region. A need assessment is one of the most valid ways of knowing the extent that you are successful in your Community Instructional Services efforts because success is measured against the needs that you are addressing. You will only know which needs you are addressing by designing programs specifically around the needs that you assess in your community.

The final Community Instructional Services decisions in the region are often made on a combination of political, economic, and traditional bases. Yet, without some assessment of needs ranked in order of their importance in the community, it is difficult to know whether you are meeting the needs of your community.

5. But Isn't A Survey A Needs Assessment?

Partly. It is a way of collecting information about needs. Most of you are familiar with the survey instrument in which you ask certain questions of people living in the region. The survey instrument is mailed out, or administered directly to the community. There is no question that the survey instrument is one of the best methods to obtain information. A survey is not a needs assessment however; it is only a tool to help assess needs. A survey will not tell what needs exist in your community. Only the questions which you ask in the survey instrument will get at the needs.

Therefore, when we use the term survey we are talking about an excellent way of obtaining information about needs. The more important consideration, however, is how to know what questions to ask on the survey instrument and who should be asked to answer those questions. We are all aware that we get back exactly what we ask. If we ask the wrong questions or ask them or the wrong people in our community, we may be assessing public or private opinions and not the actual needs of the community.

6. What Type of Needs Assessment Should We Use?

The needs assessment strategy presented here is based partly on The Goal Framework Model developed by Dr. Wayne Schroeder of Florida State University. It is very useful in identifying and rank ordering needs in the seven Community Instructional Services problem areas. Before going into detail, it might be worthwhile at this point to outline two basic concepts which are prevalent throughout the entire model. The first concept is that as a planning group, you must reach agreement on how to define the seven problem areas. The second basic concept is that needs are value-based. By this, it is meant that needs reflect ultimate values of the community. In order to have a need, we must have some image of an ideal, that is an image of something better than present conditions. That image is based on value. If there is no image of an ideal, then there is by definition, no need. Only when we can think of something better than what we already have can there be any such thing as a need. Therefore, the needs internal to each problem area reflect our image of the ideal.

SECTION TWO

REVIEW OF COMMUNITY INSTRUCTIONAL SERVICES REGULATIONS

1. Before We Get Into Needs Assessment Procedures, Are There Any State Regulations Regarding Community Instructional Services?

There certainly are. State Board of Education Regulation 6A-10.27 pertains directly to the conduct of Community Instructional Services and to what each region must do in order to fund a Community Instructional Services activity.

2. Can You Tell Us What the Regulations Say in Plain English?

We'll try. The following is a translation of the legal language. There are four basic sections to the regulations. To be eligible for funding a Community Instructional Services activity must meet these criteria:

a. The services must be a "planned, non-credit instructional activity, course or program" based on a significant community problem, and must be directed to making a contribution to solving that problem.

b. The objectives of the educational activity are to be non-recreational and unrelated to the development of leisure skills, unless the appropriate regional coordinating council agrees that the "development of recreational and leisure time skills for the aging" is a high priority community problem.

c. Regional coordinating councils are to submit a recommended list of educational activities to the commissioner of education, subject to approval by the local community college board of trustees or a district school board prior to offering. In their determination of which activities to recommend or which delivery system would be most appropriate, the coordinating

council will make its decision based on:

1. need
2. the population to be served
3. existing or potential duplication
4. estimated cost of the courses
5. appropriate student fees.

d. Priority is to be given for activities requiring "cooperative use of facilities and resources of other public or private institutions, agencies, and organizations."

3. Let's See If We Understand These Regulations. We Are Not Restricted to Courses?

That's right. Courses are only one format which can be used to solve a community problem. You can offer almost any type of activity. The key point is that your activity must be planned to contribute to the solution of a problem. If not, it is not eligible for funding by law.

4. You Mean, If we Offer An Activity Which Does Not Solve A Problem, We Cannot Get Funded?

You are only eligible for funding if your activity is designed to contribute to the solution of a problem. You do not actually have to solve the problem. However, if you are currently offering activities which clearly do not contribute to the solution of any significant problem, you had better stop offering those activities.

5. Where Does It Say We Have To Do A Needs Assessment?

The fundamental criteria for selecting proposed Community Instructional Services activities is need. Notice your regional coordinating council makes

the decision, not the state level of government.

6. Why Is This?

If Community Instructional Services as an educational concept is to be successful, it must be directed locally. Would you feel more comfortable if the state department of education told you what your needs were or which populations you were to serve or where to eliminate duplication of services?

7. No. We Would Resent That.

Exactly. The funding principle is very simple. All you have to do is show how your prepared activities are designed to solve a significant community problem within one of the seven areas listed below and you are eligible for funding.

8. What About The Problem Areas?

The seven problem areas have been categorized by law as follows:

a. the environment "based on the development, use and conservation of natural resources."

b. health "based on provisions for the development and maintenance of physical and emotional health of the people of the community."

c. safety "based on provisions for the protection of the people of the community against natural and man-made hazards."

d. human relations "based on the interaction of groups of people in the community and to the need for the development or maintenance of a common set of values and aspirations."

e. the government "based on the organization and operation of agencies needed to maintain services for the people of the community."

f. child rearing "based on provisions in the community for rearing children and for the education of children, youth and adults."

g. consumer economics and homemaking "based on the production, distribution, and consumption of goods and services for the people of the community, parenthood, family living, child development, child guidance, food, nutrition, housing/home management, clothing and textiles."

9. Are These Exact Quotes From The Regulations?

Yes.

10. They Seem Very Broad, Why?

Again, in keeping with the local regional concept, each region is to be given a free rein to develop activities for its area. Your interpretation of a problem area, and another region's interpretation of the same problem area could be different. Similarly, the activities you develop and those another region develops could be equally different. That is why it is important to use a strategy such as the Schroeder technique to clarify with your decision-making unit what you agree upon as the meaning of each problem area.

11. Are These Problems Listed in Any Particular Order?

No. Do not read anything into the order. This is merely the way they were written into the regulations. No order or priority was intended in presenting them.

12. Can We Develop Community Instructional Services Activities For A Problem Not Listed In The Regulations?

No. Unless the regulations change, you are restricted to these seven problem areas.

13. But We Are Free To Interpret These Listed Problem Areas As We See Fit?

Yes.

14. As A Matter Of Curiosity, Do All States Have Community Instructional Services?

At this time no other state has Community Instructional Services. Florida is special in this regard because it has set aside a little money at the state level for local educative attempts at identifying and solving community problems. Use your imagination in the development of Community Instructional Services activities but remember the main purpose of Community Instructional Services. Your responsibility is to see that the money is spent wisely in your community.

15. What Do You Mean?

Well, don't use Community Instructional Services funds for activities which could operate successfully under other funds. Don't use Community Instructional Services funds for activities which clearly do not contribute to the solution of only the most significant problems. On the other hand, Community Instructional Services offers you almost complete flexibility to develop new and even untried activities or to coordinate with other agencies. The rest of this pamphlet is designed to help you do just this.

SECTION THREE

DEFINING EACH PROBLEM AREA

1. Very Simply, What's This Schroeder Model All About?

The basic theoretical foundation of the Schroeder model as it is adapted to the Community Instructional Services problem areas is that the problem areas and their needs are derived from values. Through a process of deduction, the problem areas are defined by the planning committee into dimensions of meaning (attributes) and descriptions of possible needs (indicators). The indicators are the most important because they are examined in the community.

2. How Do We Use The Schroeder Model In Community Instructional Services?

Attached is a goal framework adapted to the seven Community Instructional Services problem areas. The framework was arrived at by the Community Instructional Services Advisory Council for this Title I Project. It is an attempt to define each problem area and pinpoint indicators, which if examined in the community, might reveal conditions of need.

Notice that the problem areas are defined from a community-wide, non-agency base. The reason for this was to develop a common blueprint which could be used by all Community Instructional Services planning agencies. It thus reduces the vested interest of individual agencies or districts already serving specific clientele. The value of such a common document is that each agency can then single in on selective needs or pertinent problem areas. The value of this particular document is that much of the analytical work has already been done.

As you examine the document, you will see that each page pertains to one problem area. The first one for example, is Environment. Our Advisory Council felt that the term environment refered to the quality of air, the quality of water, and the quality of land. Within each of those three divisions, there are anywhere from five to twelve indicators which they felt were important in describing that particular meaning of environment. For instance, the concentration rate of air pollution is an indicator of the quality of air. If you had information in your community on what the present level of air pollutants was and you want a more desirable rate, you would then have, quite possibly, a description of a need. You might find, however, when you actually looked at concentration rates of pollutants in the air that they were relatively low. In fact, they might be as good or better than what you would really like to have. By definition, you would have no need for that indicator and you would have to go on to look at other indicators in the same fashion.

3. We Think We Get The Idea. How About The Other Problem Areas?

Each problem area follows the same format. The list of indicators is flexible. You may feel that some of these indicators do not apply in your region. For instance, if you are living in an area which is nowhere near the ocean, estimates by experts of the well-being of off-shore marine features would not describe the quality of water in your region. But you may feel that there are other indicators, not on this list, which would describe the quality of water in your region better.

4. So It's OK To Change These Indicators?

Absolutely. It is an important process for your planning committee to go through this list of indicators. Cross off the ones which do not apply

and add ones which you feel do apply. The only qualifying restriction is to make sure that your indicators are measurable and they are specifically relevant to the dimension of meaning you are trying to describe. You want to make sure that taken together, your entire goal framework collectively defines and describes the seven problem areas to your satisfaction. If so, every thing will be complete, specific and measurable.

5. Who Decides On The Indicators And Attributes For Each Of The Problem Areas?

Perhaps the best way to go about this is to establish a Community Instructional Services planning committee as a part of your regional coordinating council. Have that planning committee examine the document. Spend three or four hours adding indicators where you think they should be added and crossing off the ones which you think are not relevant. You can even change the attributes if you feel there are others which better define the seven problem areas. The goal framework which is attached is a draft; it is up to your committee to change it until it fits your perceptions. The important point is to reach agreement of what the problem areas mean and how you would recognize needs in your region.

6. How Do We Know That The Indicators Are The Best Measures Of A Problem Area?

You just have to use your judgment. Some indicators are better measures than others. What you are to do is simply come up with a list which you think covers each problem area.

7. How Do We Know That The Indicators And Attributes Relate To Our Region?

No one in the State of Florida knows your region better than you do. If you have a cross section of citizens working on your Community Instructional Services planning committee, you will come up with the most appropriate

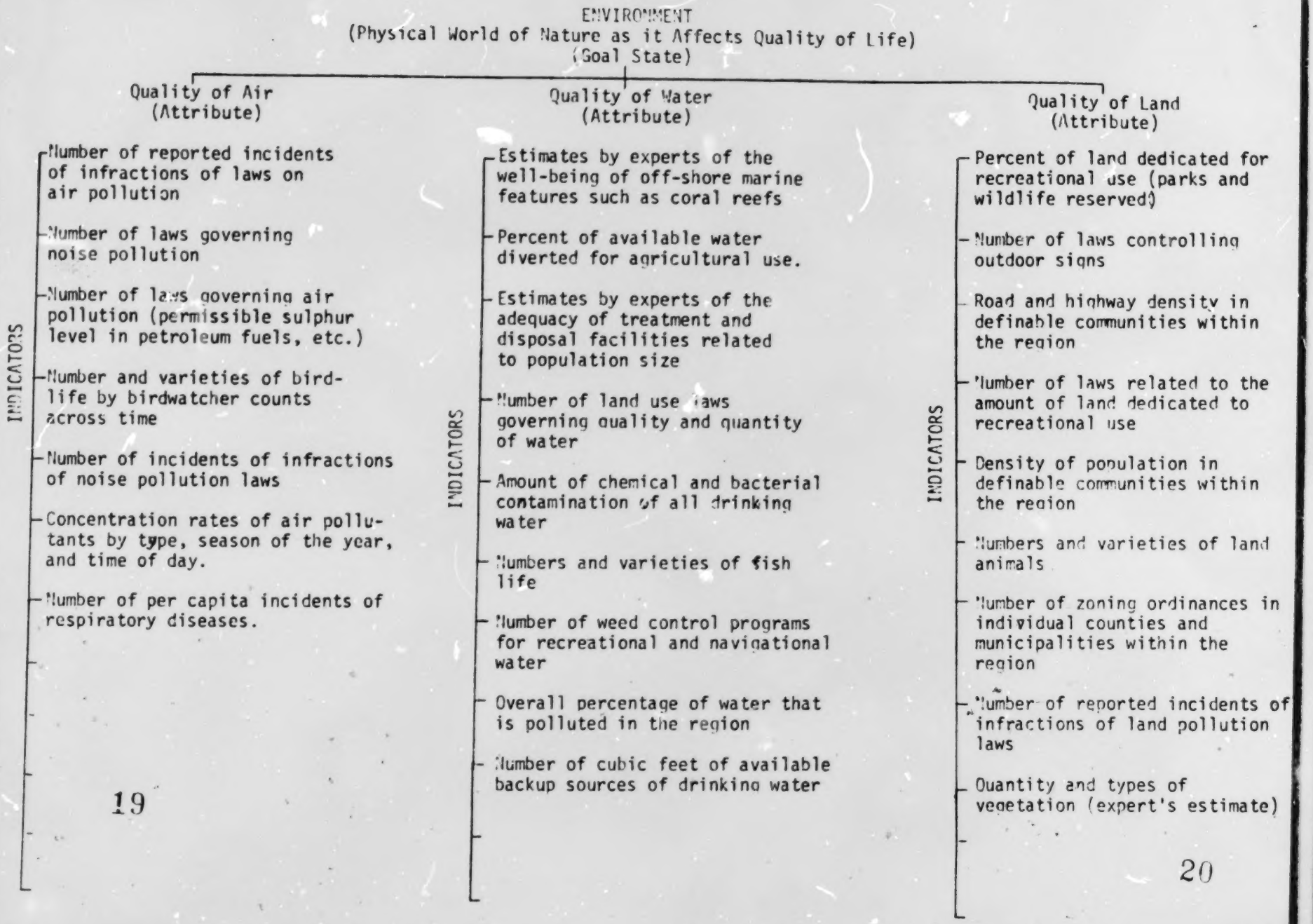
indicators for your region. The appropriate question for you to ask is whether you think that anyone else in the state would be better equipped to come up with indicators for the problem areas in your region. Your answer will be most likely that you know your region best. Of course, you will want to have a wide representation on your Community Instructional Services planning committee to make sure that all viewpoints are accounted for.

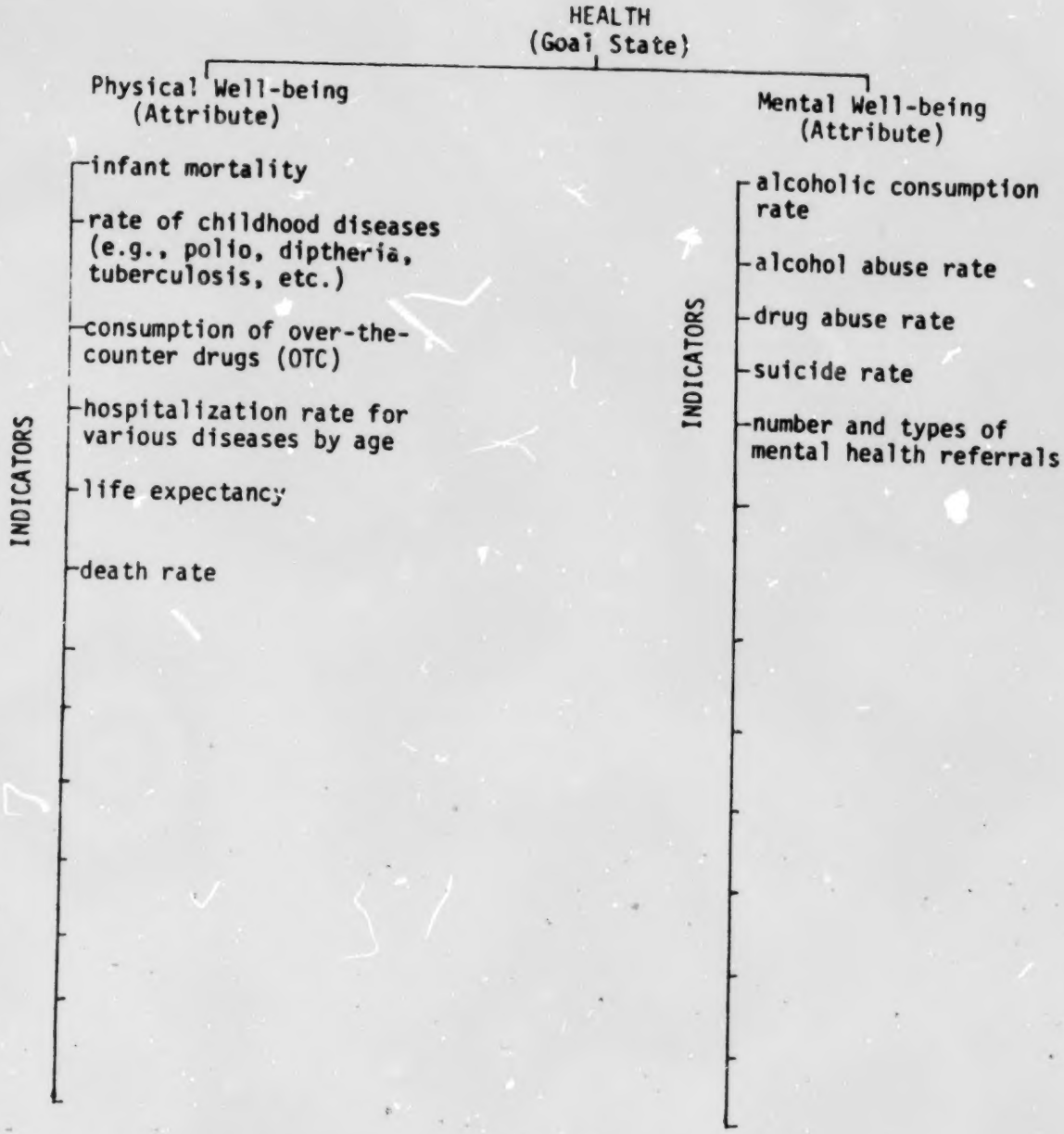
8. Let's Give It A Try.

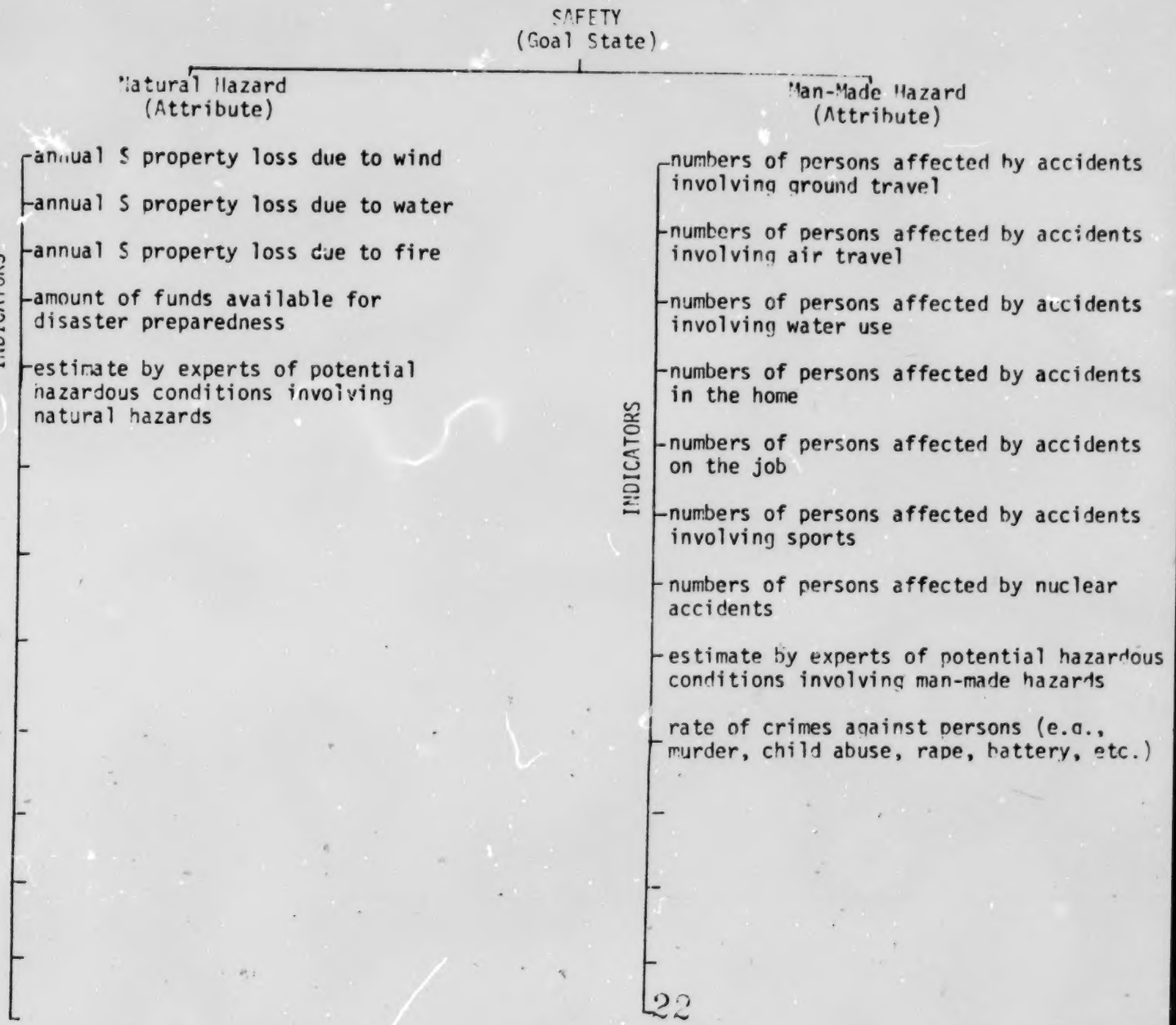
OK. If nothing else, this exercise will give you an opportunity to get to know your fellow members on your Community Instructional Services planning committee.

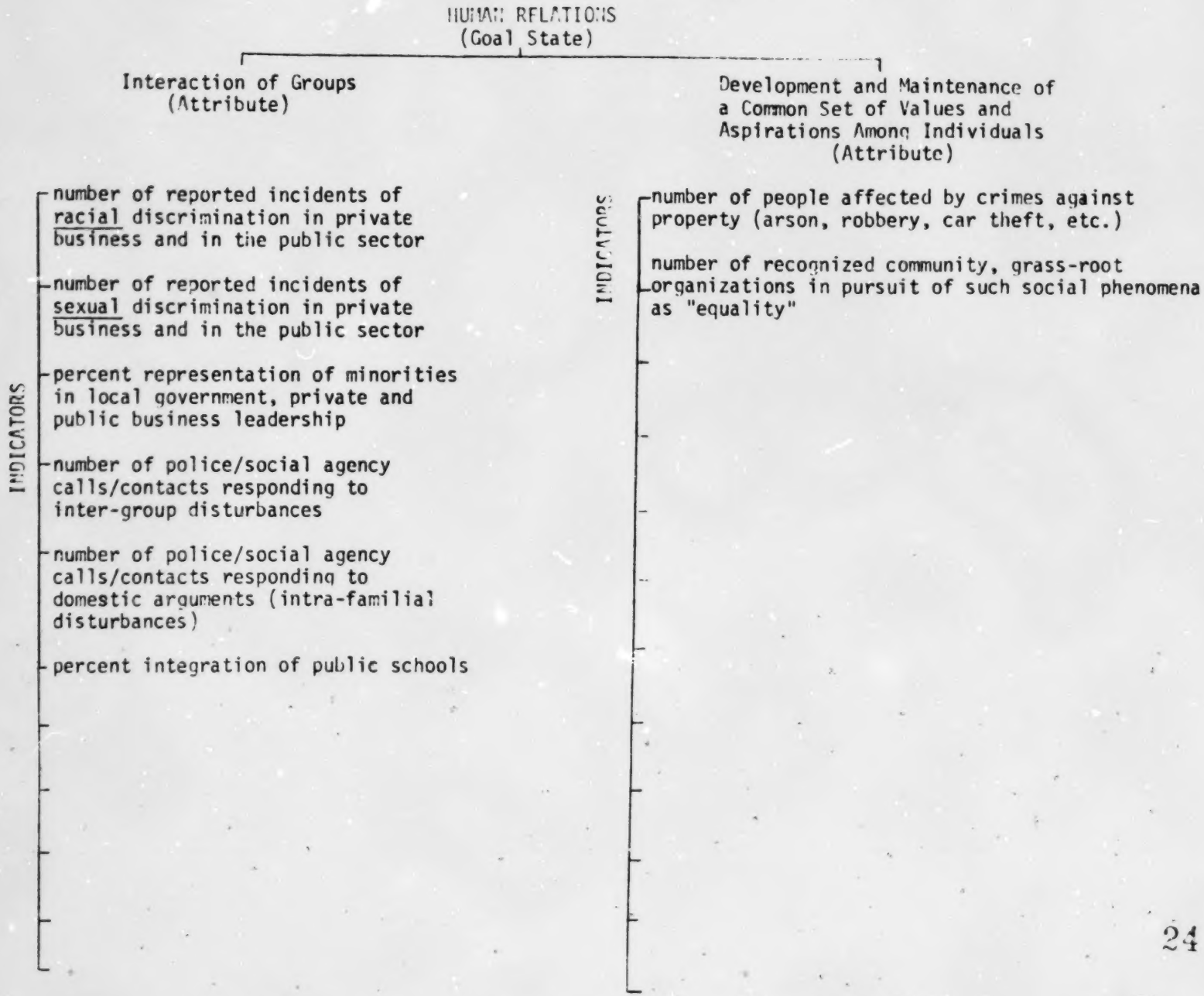
TITLE I C.I.S. PROJECT

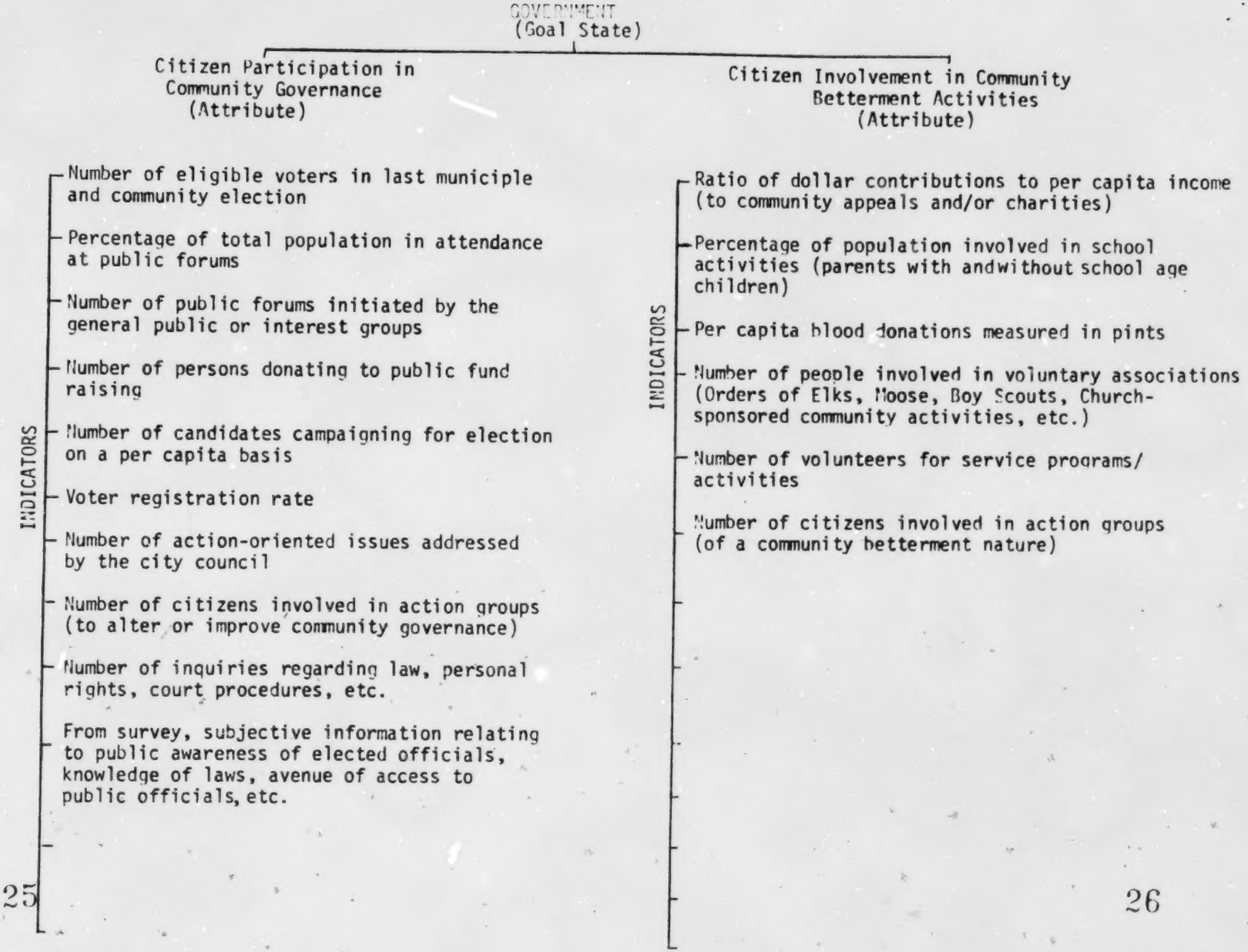
Goal Framework Model Applied to the C.I.S. Seven Problem Areas

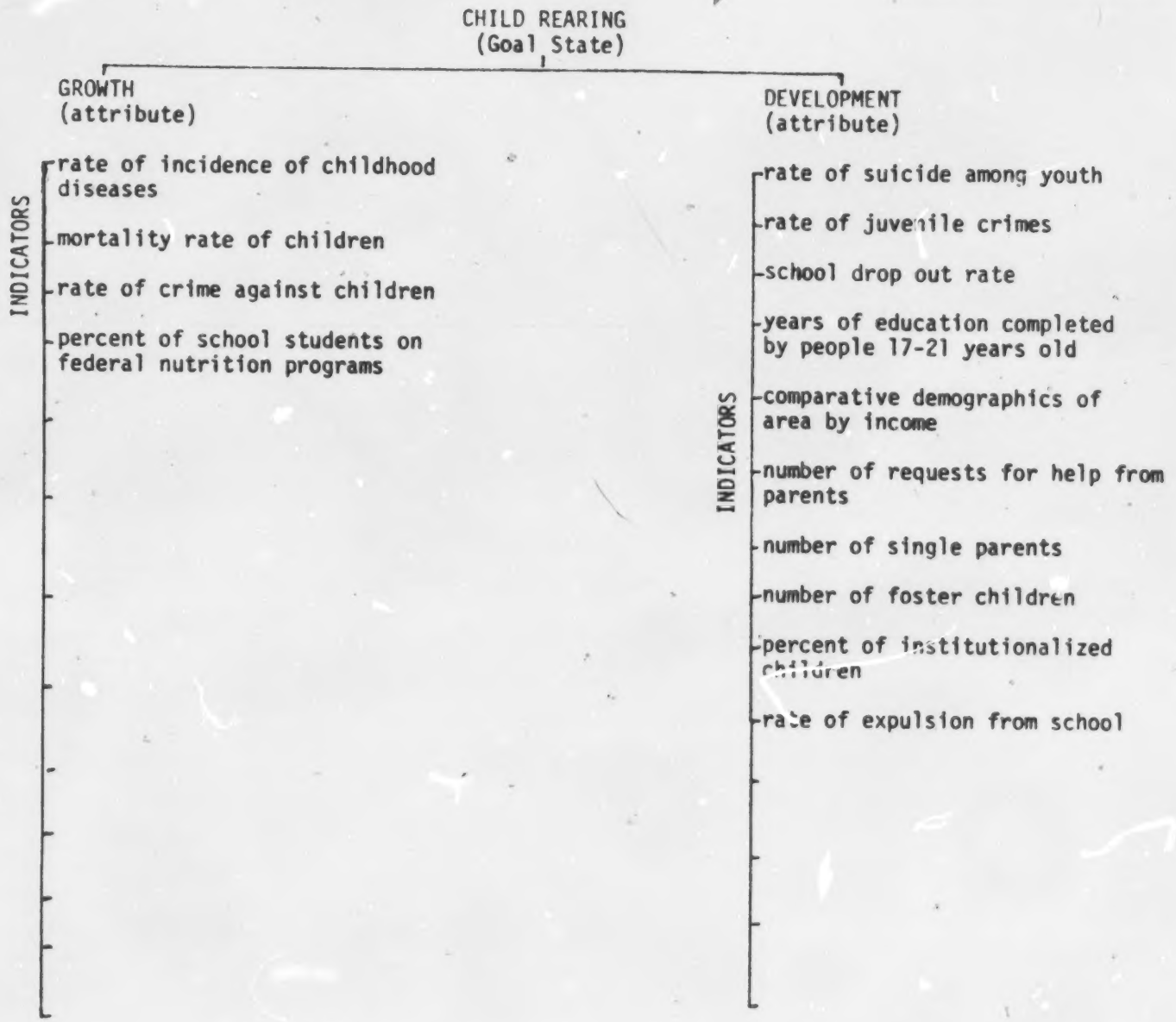

ENVIRONMENT
(Physical World of Nature as it Affects Quality of Life)
(Goal State)
Quality of Air
(Attribute)
INDICATORS
Number of reported incidents of infractions of laws on air pollution
Number of laws governing noise pollution
Number of laws governing air pollution (permissible sulphur level in petroleum fuels, etc.)
Number and varieties of bird-life by birdwatcher counts across time
Number of incidents of infractions of noise pollution laws
Concentration rates of air pollutants by type, season of the year, and time of day.
Number of per capita incidents of respiratory diseases.
Quality of Water
(Attribute)
INDICATORS
Estimates by experts of the well-being of off-shore marine features such as coral reefs
Percent of available water diverted for agricultural use.
Estimates by experts of the adequacy of treatment and disposal facilities related to population size
Number of land use laws governing quality and quantity of water
Amount of chemical and bacterial contamination of all drinking water
Numbers and varieties of fish life
Number of weed control programs for recreational and navigational water
Overall percentage of water that is polluted in the region
Number of cubic feet of available backup sources of drinking water
Quality of Land
(Attribute)
INDICATORS
Percent of land dedicated for recreational use (parks and wildlife reserved)
Number of laws controlling outdoor signs
Road and highway density in definable communities within the region
Number of laws related to the amount of land dedicated to recreational use
Density of population in definable communities within the region
Numbers and varieties of land animals
Number of zoning ordinances in individual counties and municipalities within the region
Number of reported incidents of infractions of land pollution laws
Quantity and types of vegetation (expert's estimate)


HEALTH
(Goal State)
Physical Well-being
(Attribute)
INDICATORS
infant mortality
rate of childhood diseases (e.g., polio, diptheria, tuberculosis, etc.)
consumption of over-the-counter drugs (OTC)
hospitalization rate for various diseases by age
life expectancy
death rate
Mental Well-being
(Attribute)
INDICATORS
alcoholic consumption rate
alcohol abuse rate
drug abuse rate
suicide rate
number and types of mental health referrals


SAFETY
(Goal State)
Natural Hazard
(Attribute)
Man-Made Hazard
(Attribute)
INDICATORS
annual $ property loss due to wind
annual $ property loss due to water
annual $ property loss due to fire
amount of funds available for disaster preparedness
estimate by experts of potential hazardous conditions involving natural hazards
INDICATORS
numbers of persons affected by accidents involving ground travel
numbers of persons affected by accidents involving air travel
numbers of persons affected by accidents involving water use
numbers of persons affected by accidents in the home
numbers of persons affected by accidents on the job
numbers of persons affected by accidents involving sports
numbers of persons affected by nuclear accidents
estimate by experts of potential hazardous conditions involving man-made hazards
rate of crimes against persons (e.g., murder, child abuse, rape, battery, etc.)


HUMAN RELATIONS
(Goal State)
Interaction of Groups
(Attribute)
INDICATORS
number of reported incidents of racial discrimination in private business and in the public sector
number of reported incidents of sexual discrimination in private business and in the public sector
percent representation of minorities in local government, private and public business leadership
number of police/social agency calls/contacts responding to inter-group disturbances
number of police/social agency calls/contacts responding to domestic arguments (intra-familial disturbances)
percent integration of public schools
Development and Maintenance of a Common Set of Values and Aspirations Among Individuals
(Attribute)
INDICATORS
number of people affected by crimes against property (arson, robbery, car theft, etc.)
number of recognized community, grass-root organizations in pursuit of such social phenomena as "equality"


GOVERNMENT
(Goal State)
Citizen Participation in Community Governance (Attribute)
Citizen Involvement in Community Betterment Activities (Attribute)
INDICATORS
Number of eligible voters in last municiple and community election
Percentage of total population in attendance at public forums
Number of public forums initiated by the general public or interest groups
Number of persons donating to public fund raising
Number of candidates campaigning for election on a per capita basis
Voter registration rate
Number of action-oriented issues addressed by the city council
Number of citizens involved in action groups (to alter or improve community governance)
Number of inquiries regarding law, personal rights, court procedures, etc.
From survey, subjective information relating to public awareness of elected officials, knowledge of laws, avenue of access to public officials, etc.
INDICATORS
Ratio of dollar contributions to per capita income (to community appeals and/or charities)
Percentage of population involved in school activities (parents with andwithout school age children)
Per capita blood donations measured in pints
Number of people involved in voluntary associations (Orders of Elks, Moose, Boy Scouts, Church-sponsored community activities, etc.)
Number of volunteers for service programs/ activities
Number of citizens involved in action groups (of a community betterment nature)


CHILD REARING
(Goal State)
GROWTH
(attribute)
INDICATORS
rate of incidence of childhood diseases
mortality rate of children
rate of crime against children
percent of school students on federal nutrition programs
DEVELOPMENT
(attribute)
INDICATORS
rate of suicide among youth
rate of juvenile crimes
school drop out rate
years of education completed by people 17-21 years old
comparative demographics of area by income
number of requests for help from parents
number of single parents
number of foster children
percent of institutionalized children
rate of expulsion from school

CONSUMER ECONOMICS
(Goal State)

Quality of Economic Efficiency
(Attribute)

INDICATORS

- percentage of family income allocated by various income groups for food, clothing, housing
- percentage of family income allocated by various income groups for utilitarian services: plumbing, garbage, sewage, water, electricity, gas, other fuels, mosquito and pest control
- percentage of family income allocated by various income groups for human services: medical treatment, education
- percentage of family income allocated by various income groups for recreation
- percentage of family income allocated by various income groups for transportation
- rate of repossession of consumer goods
- rate of personal bankruptcy
- percentage of business failure
- average amount of debt per capita
- rate of mortgage forclosures
- rate of building permits

Quality of Economic Opportunity
(Attribute)

INDICATORS

- rate of unemployment
- percentage of individuals living on fixed/ reduced incomes
- rate of inflation
- average income for wage earners
- number of reported incidents of infraction of laws on consumer fraud
- number of media reports concerning anti-social and economic manipulation within the law directed against low income persons
- rate of utilization of short term/high interest loans
- rate of self-survival techniques: small gardens (Victory gardens), home canning, home tailoring, home repair jobs

SECTION FOUR

CONDUCTING THE ACTUAL NEEDS ASSESSMENT

1. Where Are We So Far?

You have a goal framework for the seven problem areas which you as a planning committee have worked out using the goal framework drafts provided. This blueprint is really an agreement among your planning committee of what these seven problem areas are by definition and how you would recognize whether you have any needs in any of those areas in your community.

2. What Do We Do Now?

There are three basic steps which you should follow. The first is to rank order the problem areas in terms of their importance. This procedure is outlined below as "Problem Area Ranking". The second step is to rank order needs in each of the problem areas. This procedure is outlined below as "Rank Ordering Needs". The third and final step is to put the two ranks together. This procedure is outlined below as "Integrating Procedures". Let's take one at a time. Try not to get lost. Remember there are three big steps with a lot of smaller bits and pieces.

A. PROBLEM AREA RANKING

1. Why Do We Want To Rank The Problem Areas?

It is important for you as a planning committee to determine how your community perceives these seven problem areas. It may be that your community does not think several of these problem areas are very important, but that one or two of them are extremely important. If you want to keep your C.I.S. efforts in line with what the people of your community perceive as important,

you had better begin the needs assessment process by first asking them.

2. How Can We Do This Easily?

The attached instrument is a paired-comparison technique for rank ordering the problem areas. The paired-comparison technique is easier to work with than most other rank ordering techniques because you only have to keep two things in your head at any one time. Therefore, it is a very reliable and valid assessment of your community's perceptions.

3. What Does The Instrument Consist Of?

The instrument consists of an explanation of what you are doing and why, a definition which your planning group agrees on for each problem area, and directions of how to complete the form. Attached is the form used by one region participating in the C.I.S. Title I project. Make sure that the language used is simple and that the directions are clear. Notice that for the most part the definitions come from the attributes of your goal framework.

4. What Tips Can You Give About Our Sample?

First get together with your statistical or research department and ask them to give you a hand. They may be able to help you select a random sample and process the data once it has been collected. Second, use this opportunity for fostering good public relations in your community. If possible, be on hand to administer the instrument or work through your established relations with other agencies. Identify at least 200 adults in the community. (They should not be enrolled in C.I.S. programs.) Try to select a random sample similar to the approximate age range, sex, and ethnic composition of the adults living in the administrative area

THE INSTRUMENT
FOR
PROBLEM AREA RANKING *

Many adult education activities are funded by the State of Florida as "Community Instructional Services." These activities must be aimed at solving community problems in one or more of seven areas. Please help us determine how these problem areas should be ranked **in terms of their importance** in _____ County.

What the Words Mean

Environment – *Problems relating to the quality of air, the quality of water, and land use*

Safety – *Problems of protection from natural or man-made threats and hazards.*

Government – *Problems concerning the adequacy of county and municipal services – developing civic responsibility*

Health – *Problems of maintaining physical and mental health, and of securing health care when needed*

Human Relations – *Problems involved in getting along with others, resolving conflicts, or combatting loneliness*

Child Rearing – *Problems of raising healthy, happy, and well-adjusted children*

Consumer Economics – *Problems with dollar management – avoiding repair "ripoffs" – effective shopping*

Directions: After you have read "What the Words Mean," look at the pairs of words below. From each pair, choose and circle one word that is, in your opinion, more important in _____ **County.**

Pair 1	Safety	Human Relations
Pair 2	Government	Environment
Pair 3	Consumer Economics	Child Rearing
Pair 4	Health	Safety
Pair 5	Environment	Human Relations
Pair 6	Child Rearing	Government
Pair 7	Health	Consumer Economics
Pair 8	Safety	Environment
Pair 9	Human Relations	Child Rearing
Pair 10	Government	Health
Pair 11	Consumer Economics	Safety
Pair 12	Child Rearing	Environment
Pair 13	Health	Human Relations
Pair 14	Consumer Economics	Government
Pair 15	Safety	Child Rearing
Pair 16	Environment	Health
Pair 17	Human Relations	Consumer Economics
Pair 18	Government	Safety
Pair 19	Child Rearing	Health
Pair 20	Environment	Consumer Economics
Pair 21	Human Relations	Government

PLEASE CHECK TO MAKE SURE THAT YOU HAVE CIRCLED ONLY ONE WORD FOR EACH PAIR.

*COURTESY OF BROWARD COUNTY PUBLIC SCHOOLS

served by your region. It is not necessary to attempt statistical perfection. Merely give each identifiable group a chance to respond in proportion to its share of the community's total population.

5. Should We Only Include Lay Citizens In Our Sample?

You can ask anyone to be in the sample. Bear in mind, however, that C.I.S. is aimed at the ordinary people in your community. It is quite possible that they have a different perception than the leaders of agencies of what is important. It might be fun to compare the two groups.

6. How Should We Administer The Instrument?

Distribute the instrument to the chosen sample (all forms need not be completed at once).

a. Instruct the participants not to write their names on the form.
b. Ask the participants to read the information and complete the instrument following the given "directions".
c. Ask the participants not to confer with one another.
d. Answer general questions but do not elaborate on the given definitions ("What the Words Mean").
e. Ask the participants to review their forms in order to insure that one word has been circled for each pair.
f. For non-literate participants, go through the above exercise orally.

7. How Do We Process The Data?

Check first with your statistical or research people. They may have access to a computer program which will do all the analysis for you. If not, you can do it yourself with some clerical help. In general, what you want to end up with is the proportion of times each problem area is chosen over all possible combinations of problem areas. This proportion

serves as the basis for rank ordering the problem areas.

8. Can You Give Us An Example?

Sure. An example of how this is done is presented below. Only eighteen persons participated in the rank ordering, but you can see how to process the data once it has been collected. (Figures 1-3).

Figure 1 shows the number of times each problem area was selected over its alternative in each pair.

Figure 2 shows the same information as Figure 1, except each problem area is listed separately. The frequency is the number of times a particular problem area was chosen over its alternate (there are six numbers because each problem area appears six times in the rating instrument). In Figure 3 the problem areas are rank ordered in terms of their percentages. This becomes your rank ordered list of problem areas. A computer program can provide the same type of information (only more of it) but if you do not have computer time or access to a program, the way outlined above will serve you alright.

9. Some of These Computations Look Complicated. Are They?

It really is quite simple. Get to know your research people. They will probably be able to give you some time-saving advice. By the way, isn't it interesting (looking at Figure 3 concerning the ranked problem areas) the way they spread out? In this particular example, which problem areas would you want to look into pretty closely? Given a short amount of time, which problem areas would you examine last? In other words, the rank ordering of problem areas gives you a place to start in identifying needs.

EXAMPLE

FIGURE 1: Results of Pair Comparisons Technique Applied to Seven Problem Areas with a sample of 18.

Safety 4/18 - Human Relations 12/18
Government 7/18 - Environment 11/18
Consumer Economics 6/18 - Child Rearing 12/18
Health 13/18 - Safety 5/18
Environment 4/18 - Human Relations 14/18
Child Rearing 10/18 - Government 8/18
Health 14/18 - Consumer Economics 4/18
Safety 10/18 - Environment 8/18
Human Relations 12/18 - Child Rearing 6/18
Government 4/18 - Health 13/18
Consumer Economics 4/18 - Safety 14/18
Child Rearing 12/18 - Environment 6/18
Health 11/18 - Human Relations 7/18
Consumer Economics 6/18 - Government 12/18
Safety 9/18 - Child Rearing 9/18
Environment 7/18 - Health 11/18
Human Relations 15/18 - Consumer Economics 3/18
Government 8/18 - Safety 10/18
Child Rearing 7/18 - Health 11/18
Environment 10/18 - Consumer Economics 8/18
Human Relations 16/18 - Government 2/18

Figure 2: Problem Area Ordering in Terms of Relative Value Expressions

GOAL STATE	FREQUENCY OF TIMES CHOSEN IN EACH PAIR COMPARISON		TOTAL	PERCENTAGE
Safety	4, 5, 10, 14, 9, 10	=	52	14%
Human Relations	12, 14, 12, 7, 15, 16	=	76	20%
Government	7, 8, 5, 12, 8, 2	=	42	11%
Environment	11, 4, 8, 6, 7, 10	=	46	12%
Consumer Economics	6, 4, 4, 6, 3, 8	=	31	8%
Child Rearing	12, 10, 6, 12, 9, 7	=	56	15%
Health	12, 14, 13, 11, 11, 11	=	73	19%
			376	99%
				(error due to rounding)

Figure 3: Ranked Positions of Problem Areas*

1. Human Relations (20%)
2. Health (19%)
3. Child Rearing (15%)
4. Safety (14%)
5. Environment (12%)
6. Government (11%)
7. Consumer Economics (8%)

*Please note that this particular rank ordering is not meant to be the "correct" one. Undoubtedly yours will be different depending on those participating to complete the form.

B. RANK ORDERING NEEDS

1. Why Do We Rank Needs?

You don't have to rank order needs if you have adequate resources to meet all the needs in your community. However, once you start looking for needs in a problem area you undoubtedly will uncover more needs than you can possibly deal with in designing C.I.S. activities. You will want to make sure that you try to meet the largest needs first and not waste your limited resources on needs which aren't quite so needy.

2. OK. We Can See The Logic Of This. How Do We Do It?

Before you can rank order needs you must first identify needs. Remember the indicators of your goal framework? These are the only elements of your blueprint that you will be concerned with from now on. The indicators are used to identify needs.

3. But There Are So Many Indicators. Where Do We Start?

Pick the problem area which your community ranked first in terms of importance. Look at the indicators for that problem area and systematically work through them. When you are satisfied that you have covered that problem area, move on down to the second ranked problem area, and so forth.

4. What Do We Look For?

Remember, a need by definition is any discrepancy between where you are presently and where you would like to be in the future. You are looking for discrepancies. It may be that no discrepancy exists for some of your indicators. Therefore, those indicators do not reveal situations of need.

Other indicators will reveal discrepancies which illustrate you are not where you would like to be. These do reveal situations of need and are what you are attempting to identify.

5. You Mean If There Is No Discrepancy, There Is No Need?

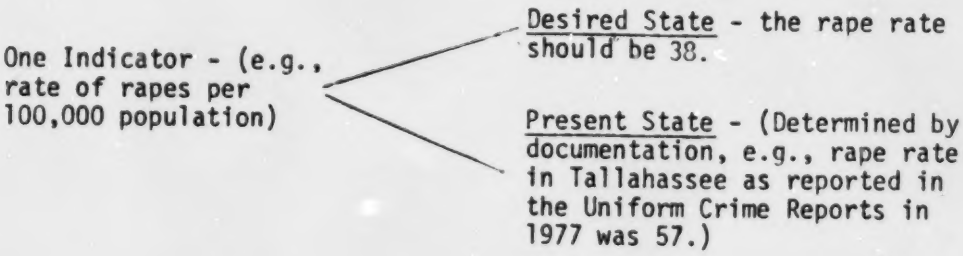
That's right. If your present and more desirable conditions are the same, you have no need on that one indicator, by definition. So go on to the next indicator.

6. How Do We Determine Desired and Present Levels?

Desired conditions can be set on a rational basis using experts in your community. Other possibilities include examining another Florida region of similar size, state averages, national averages, or legal rates. Present conditions can be determined from agency reports, documents, or by asking those who experience the need. The only requirement is for the desired and present conditions to be expressed in measurable terms.

7. Give Us An Example.

OK. The following is a diagram of one indicator for which there is a discrepancy. Notice the measurability of each condition.


One Indicator - (e.g., rate of rapes per 100,000 population)
Desired State - the rape rate should be 38.
Present State - (Determined by documentation, e.g., rape rate in Tallahassee as reported in the Uniform Crime Reports in 1977 was 57.)

8. What We Have To Do, Then, Is To Get This Type of Data on Each Indicator, Right?

That's right. Some will be easier to get than others. Use other agencies and ask them. Most of the data have been collected systematically by agencies in your community. Make an estimate if the data are unavailable.

9. On What Basis Do We Rank Order The Needs?

The underlying principle is urgency. Simply put, the more urgent needs are of highest priority while the less urgent ones are of lower priority.

10. How Do We Determine Urgency?

The urgency of a need can be determined by combining three types of information:

(1) The percentage size of discrepancy between present and desired conditions. (It is assumed that bigger gaps indicate more important situations than smaller gaps, and are thus of higher priority.)

(2) The number of people who are affected by the need. (It is assumed that needs affecting larger numbers of people are more important than those affecting smaller numbers and are thus of higher priority.)

(3) The projected change (positive or negative) of either the discrepancy size or affected population. (It is assumed that needs which are growing in terms of size and/or numbers of people are more important than needs which are not, and are thus of higher priority.) Projected change data allow you to examine both past and likely future conditions so that you can anticipate the consequences if no action is taken to meet the need.

So, three types of information are necessary to determine the relative urgency of a need: How far away you are from where you want to be, how many people are affected by the need, and what will happen in the near future if you do nothing to meet the need.

11. Can You Outline These Three Tasks More Clearly?

Yes, The three tasks are as follows:

Task 1: Determine the percentage discrepancy by using the following formula.

$$\frac{\text{Present Level - Desired Level}}{\text{Present Level}} \times 100 = \text{Percentage Discrepancy Size}$$

Task 2: Estimate the number of people in your community who are directly affected by the need.

Task 3: Agree upon a planning time frame in which to measure change (5 or 10 years into the future is likely to suffice). Determine the projected change which is likely to occur if no action is taken to meet the need by using the following formula.

$$\frac{\text{Projected rate - Present rate}}{\text{Present rate}} \times 100 = \text{Percentage change likely to occur if no action is taken to meet the need.}$$

12. Give Us An Example.

The following is an example of determining the urgency of a need. The indicator chosen is:

Death rate from heart disease (Health Problem Area)

Desired level: Zero deaths annually

Present level: 310 deaths annually per 100,000 population.

Task 1: $\frac{310 - 0}{310}$ X 100 = 100 percent discrepancy

Task 2: 310 people directly affected

Task 3: (planning time frame = 5 years into the future)

Time		Number of People Directly Affected
1975	=	301
Present	=	310
1985	=	340 (estimated by Medical Board of Practitioners in this region)

$\frac{\text{Projected Rate (340) - Present rate (310)}}{\text{Present rate (310)}}$ X 100 = 9% increase (30 more deaths each year expected by 1980 if no action is taken to meet the need.)

13. This Looks Like A Lot Of Work. Is There A Way To Shorten It?

If you want to be correct, there is no way to shorten the work. You must examine each need in terms of its urgency in the community. The way to be certain of a need's relative urgency is to obtain this type of information.

However, you probably can get a good feel of how urgent a need is without all of these precise measures. That is, you may be able to sense a need's urgency without compiling all of this information in a quantitative fashion. This may be the quickest way for you to start out in the determining the relative urgency of needs. (Keep in mind, by shortening the time and efforts required in acquiring this information, you are losing precision.) Then, at a later date you can systematically collect the required information.

14. That Makes Us Happier.

It may make you happier because it saves you a lot of work, but remember by short cutting the work you may reach results which are inaccurate.

15. How Do We Combine The Three Types Of Information So We Can Rank Order The Needs?

For C.I.S. you are probably best off only ranking needs within each problem area and not between problem areas. This means you will be ranking fewer needs at any one time. (Remember the paired-comparison technique has already told you which problem areas your community feels are most important.)

No procedure yet exists to combine these three types of information into a nice, neat ranked ordered list. In the absence of such a procedure, it is suggested that each need statement be examined by your C.I.S. subcommittee and a decision be made on a simple five-point Likert scale ranging from "very low urgency" to "very high urgency". The following example is a need statement which has been examined by one C.I.S. subcommittee. The feeling was that the need was of low urgency. You would follow this same procedure until all the needs under consideration in each problem area were given an urgency rating.

NEED STATEMENT
(Hypothetical Population 100,000)

INDICATOR: Number of eligible voters voting in last municiple election (Government Problem Area; Citizen Participation in Community Governance Attribute)

Desired Condition: 40% of all eligible voters should vote in municiple elections

Present Condition: The current rate of voter turnout for municiple elections is 25% of eligible adults (10,000 persons)

****

Three considerations in determining relative urgency:

1. Discrepancy Size between present and desired conditions. $\frac{25 - 40}{25} \times 100 = 60\%$ discrepancy

2.	Number of people affected	40,000 directly affected.
3.	Projected change in these figures by 1985 (5 years planning time frame)	Sporadic but probably a 3% increase in discrepancy size.

Circle One: Very low urgency | (low urgency) | Moderate Urgency | High Urgency | Very high Urgency

16. Can You Give Us An Example of a Very High Urgency Need?

Yes, the next need statement comes from the environment problem area. When examined by one C.I.S. subcommittee it was considered to be of very high urgency. Can you see why?

NEED STATEMENT

(Hypothetical Population 100,000)

INDICATOR: Number of cubic feet of available backup sources of drinking water (Environment Problem Area; Quality of Water Attribute).

Desired Condition: The health department recommends a constant supply of 1,000,000 cubic feet of water be maintained in excess of daily requirements for a population of 100,000 population.

Present Condition: Current estimates are that 800,000 cubic feet of water are being maintained in excess of daily requirements per 100,000 population

****

Three considerations in determining relative urgency:

1.	Discrepancy size between present and desired conditions	$\frac{800,000 - 1,000,000}{800,000} \times 100 = 25\%$ discrepancy
2.	Number of people affected	100,000 directly affected (the total population.
3.	Projected change in these figures by 1985 (5 years planning time frame)	20% increase in the discrepancy size is estimated to occur if no action is taken to reduce the need.

Circle One: Very Low Urgency | Low Urgency | Moderate Urgency | High Urgency | (Very High Urgency)

17. Let Us See If We Have This Correct. We Should Try To Acquire Three Types Of Information On Each Need: How Far Away We Are From Where We Want To Be, How Many People Are Affected Directly, and What Will Happen If No Action Is Taken To Meet The Need. When We Have This Information (or when we feel content with whatever information we have), We Decide How Urgent Each Need Is. Right?

Right. Be sure to remember that the rank ordering of needs on the basis of urgency should be done only within each problem area. In this way you will be dealing with only a few needs at any one time and those which are most urgent will surface quickly.

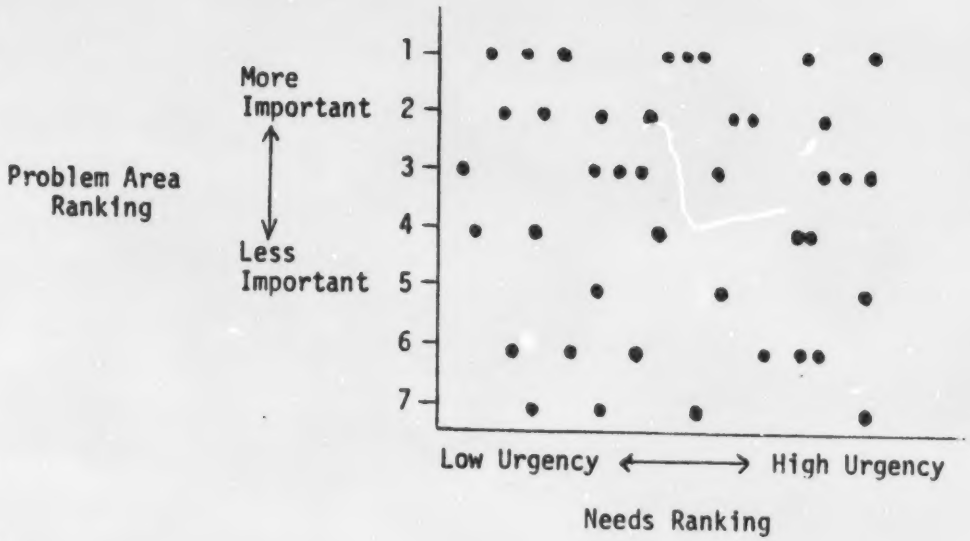
C. INTEGRATING PROCEDURES

1. Where Are We So Far?

You now have completed two of the three procedures in the needs assessment process. The simplest is yet to come. To refresh your memory, you have completed your community paired-comparison rating of the seven C.I.S. problem areas. Looking at the results you will notice that some problem areas are perceived by your community to be more important than others. Secondly, you have examined the needs in each of the problem areas, starting with the most important one. The identified needs have been given an urgency rating so you know which ones are of highest priority.

2. How Do We Put The Problem Area Rankings And The Urgency Of Need Rankings Together?

The following figure shows a way to integrate the results of the problem area ranking and the urgency of needs ranking.



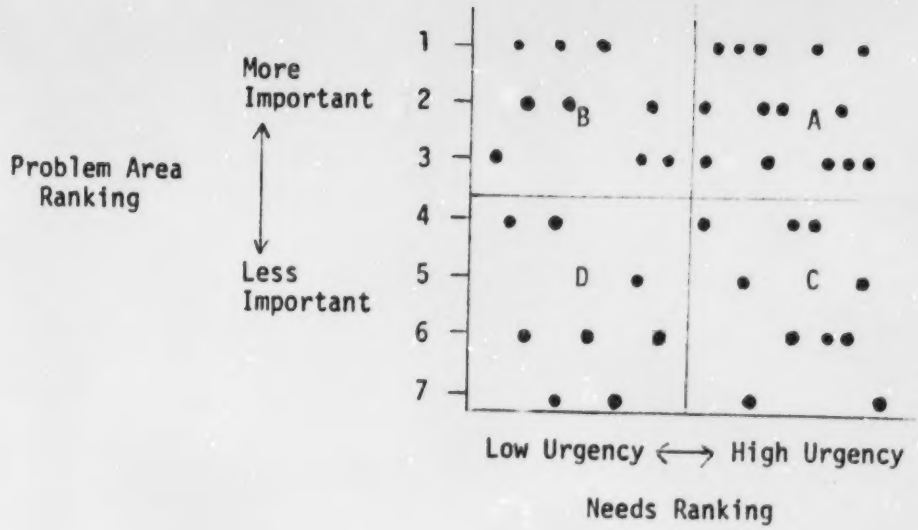
Looking at this figure, notice that the problem areas are ranked on the vertical axis with the most important problem area on the top and the least important problem area on the bottom. The needs within each problem area are ranked on the horizontal axis with the least urgent to the left and the most urgent on the right.

3. Those Dots Indicate Needs in Each Problem Area?

Yes.

4. But How Does This Graph Help Us?

The graph helps you pinpoint the problem areas and the needs you should consider in your C.I.S. programming efforts. Examine this same graph below. The only difference is that the graph is now divided into four parts. The additional lines divide each axis into equal quadrants (the 50% point). See how the needs are clustered in each quadrant.



5. We See How The Needs Are Clustered, So What?

Notice the graph is now broken into the following four parts.

Part of Graph		Problem Area Importance		Urgency of Need Estimate
A	=	High (>50%)	and	High (>50%)
B	=	High (>50%)	and	Low (<50%)
C	=	Low (<50%)	and	High (>50%)
D	=	Low (<50%)	and	Low (<50%)

Each part provides you with a cluster of needs of similar importance both in terms of their problem areas and their urgency estimates. All you have to do is select what you consider to be the most important part (of the four parts) and you have the needs of highest priority in your community.

6. You Mean We Should Pick Quadrant A First?

That's right. Needs which have higher estimates on both bases (and thus are clustered in quadrant A) should be of the highest importance. Needs which have low estimates on both bases (and are therefore clustered in quadrant D) should be of lowest importance.

Quadrants B and C are of mixed importance and further consideration is necessary. One would select needs clustered in quadrant B (high problem area value importance, high urgency importance) on the rationale that a high value estimate reflects important problem areas in the opinion of the community, even though the needs within those problem areas may not be so urgent.

On the other hand, one would select needs clustered in quadrant C over those clustered in quadrant B in situations where the clear majority of the population were affected. The rationale would be based on the ideals of a democracy where the majority rules. One might also reach the same decision on the basis of equity - that is, in the situation where a majority of a minority group were affected (but a minority of the total community population).

7. Can You Give Us Some Rules To Follow For Choosing Needs?

In determining priority, you should follow these steps:

a. Select needs in quadrant A first.

b. When comparing needs in quadrants B and C,

   1) Select needs in quadrant B which are clearly perceived as highly important by the community.

   2) Select needs in quadrant C which clearly touch the most people in the total community.

   3) Select needs in quadrant C which touch the majority of a minority.

c. Select needs in quadrant D last.

8. This Doesn't Really Look Hard At All.

It isn't. Like all new things, until you get familiar with the three procedures it will be somewhat awkward. But, we can guarantee that by the time you finish you will have a better understanding of your community, other agencies and your own C.I.S. programming efforts. You will also have a record for future reference and a means to evaluate how successful your individual C.I.S. efforts are.

9. If We Get Stumped, Who Do We Call For Help?

Each year this project will offer one-day workshops in three regions of the State. If you wish to host a workshop in your region, write to:

George Aker
Professor of Adult Education
Educational Leadership
Florida State University
Tallahassee, FL 32306

If you wish to learn more of Dr. Schroeder's Goal Framework Model, write to:

Wayne Schroeder
Professor of Adult Education
Educational Leadership
Florida State University
Tallahassee, FL 32306

If you wish technical assistance of a specific nature, write to:

Rick Kemerer
Assistant Project Director
Educational Leadership
Florida State University
Tallahassee, FL 32306